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MOUNTAIN FOOTHILLS
LAND USE PLAN AND
ENVIRONMENTAL IMPACT STATEMENT
PREPARATION PLAN

SEPT 1978

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UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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INTRODUCTION

This preparation plan for a combined land use plan and environmental impact statement on Mountain Foothills is not typical. It is not a statement preparation plan solely for an EIS, nor is it a preparation plan solely for a land use plan. This preparation plan integrates the need for a combined process; therefore, it includes many pilot aspects which can be further detailed only as the process is underway.

This overall plan asks for approval on a general approach. Therefore, it does not include typical details such as manuscript flow, complete working outline, etc., because it is not intended as a total handbook for the project. This type of guidance will instead be provided for in a detailed workbook (by November 9), in conjunction with Montana BLM's Assessment "Redbook," and other guidance memorandums.

1.1 OBJECTIVES

The Mountain Foothills Land Use Plan and Environmental Impact Statement objectives include:

1. Respond to the fact that BLM's land use planning process collectively constitutes a significant federal action subject to environmental assessment requirements of the National Environmental Policy Act (NEPA). Integrate the planning and assessment process, as covered in the Council on Environmental Quality's (CEQ) proposed regulations.

2. Improve methods for meeting Federal Land Policy and Management Act (FLPMA) objectives of making BLM's resource planning information, decisions, and rationale more available to other agencies and groups. Also develop methods of making this information more available and usable within BLM.

3. Document the environmental consequences of alternatives and decisions as required as a result of the Natural Resources Defense Council (NRDC) suit.

4. Pilot a joint Land Use Plan and Environmental Impact Statement (LUP/EIS) process which is anticipated to be normal BLM procedure in the future. The pilot will evaluate BLM planning manuals and environmental direction, so that they can be combined into a single process.

5. Evaluate the present BLM system of documenting information on mylar or acetate overlays and evaluate alternative systems making the resource information more available and useful.

6. Develop planning alternatives as required in the proposed CEQ regulations. Submit the alternatives to internal and public review prior to the selection of a final plan. Assess environmental consequences on planning alternatives prior to the selection of a preferred plan, so that resource managers have better decision options as intended by NEPA.

7. One formal public review process will serve both planning and environmental assessment needs, and greater public involvements will be initiated earlier in the planning process.

8. Upon completion of the plan, the Dillon Resource Area will be in a better position to manage resources through activity planning or ad hoc decisions as appropriate.

1.2 SCOPE OF ACTION

The LUP/EIS will address land use allocation decisions as presently provided for in BLM planning manuals and in FLPMA. The regional plan will cover the Dillon Resource Area, and conflicts will be evaluated in sufficient detail to cover major site specific issues. The environmental assessment of alternatives will discuss not only the implications of the overall planning mix of the study area but also the major or sensitive site specific aspects of the plan.

The results of the pilot effort will be a printed land use plan covering the Dillon Resource Area, depicting various alternatives, all of which have been subjected to environmental assessment as required by Bureau planning manuals and NEPA. The LUP/EIS (and Summary) will also meet the new requirements and objectives of the environmental impact statement process as outlined in the proposed CEQ regulations. Range program alternatives will also be addressed in some detail. Information available for the development of completed Allotment Management Plans (AMPs) for this entire area will be aggregated under the planning information.

Specific AMP issues will be addressed to the extent that they represent unique issues within that AMP. The AMP information will be used in developing the plan, and should the planning decision have a substantial effect on the nature of AMPs, the AMPs would be revised for consistency prior to implementation. Each AMP will be the subject of an Environmental Assessment Record (EAR) prior to implementation.

The LUP/EIS process should help resolve several land use issues which have surfaced since inventory and planning was first initiated in the Dillon Resource Area. The following examples of land use decisions would be covered: (1) with the completion of the University of Montana's recent vegetative survey, it is likely that at least 10 AMP areas plus certain non-AMP areas will face a reduction in animal unit months (AUMs) allocated to livestock after the LUP/EIS is completed; (2) it is also likely that, in addition to the Humbug Spires, Centennial Mountains, and Beartrap Wilderness Study Areas, several other potential wilderness study areas will surface; (3) it is likely that key public land areas may be closed to oil and gas exploration and drilling activities even though located in the "overthrust belt" because of critical watershed or wildlife (elk and deer) values; (4) the LUP/EIS will also address the ramifications of the Science and Education Administration (formerly ARS) management on the Dubois Sheep Station withdrawal regarding

wilderness values and critical Rocky Mountain wolf and grizzly bear habitat; (5) allocations that will protect important riparian areas or key trout fisheries from overuse by domestic livestock; (6) commercial logging operations and associated impacts on wildlife and recreational values (elk calving areas, aesthetics, ORV use, etc.).

1.3 AGENCIES WITH JURISDICTION AND EXPERTISE

The BLM has the major action with this effort, but there are several joint AMPs also involving the Forest Service (FS). Due to the land pattern, many BLM and FS activities affect both agencies, therefore, grazing, access, wildlife, and recreation management activities require close coordination.

BLM and the Department of State Lands also have local agreements to jointly develop and administer grazing management plans.

BLM also has cooperative agreements with the Butte Grazing District.

The U.S. Environmental Protection Agency has authority under Section 309 of the Clean Air Act to review and evaluate proposed projects and environmental statements. EPA also provides funding to the State of Montana to administer the 208 program under the Clean Water Act.

The U.S. Army Corps of Engineers has permitting responsibilities under the Navigable Waters Act (Section 404).

The Bureau of Reclamation has responsibility for Clark Canyon Dam and other water projects in the area.

The U.S. Geological Survey is involved in oil and gas leasing and has jurisdiction over respective areas of operation.

The Heritage Conservation and Recreation Service has responsibility for ensuring Federal agencies compliance with the Archaeological Preservation Act. The National Historic Advisory Council, State Archaeologist, and State Historic Preservation Office are concerned in protection of archaeological and historic values which exist in the area. Coordination under Section 1060-2(b) of the National Historic Preservation Act is required.

The U.S. Fish and Wildlife Service has the jurisdictional responsibility for enforcement of the Rare and Endangered Species Act, migratory waterfowl, management of Red Rock National Wildlife Refuge, and aerial hunting of predators. The Montana Department of Fish and Game is concerned with big and small game species, fisheries, non-game species, and outdoor recreation.

The Science and Education Administration (formerly Agricultural Research Service) administers lands in the Centennial Mountains that have been withdrawn for sheep research, and which is also included in an ongoing wilderness study.

Agencies with jurisdiction or expertise to comment on environmental impacts, or with jurisdiction on matters closely associated with the use of public lands for grazing or competing uses, include the following:

AGENCY	JURISDICTION	EXPERTISE
National Park Service		X
USDE, Bureau of Reclamation	X	
USDI, Fish & Wildlife Service	X	X
USDI, Geological Survey	X	X
USDA, Forest Service	X	X
USDA, Soil Conservation Service	X	
U.S. Environmental Protection Agency		X
Heritage Conservation and Recreation Service (formerly Bureau of Outdoor Recreation)	X	X
Army Corps of Engineers	X	
National Advisory Council on Historic Preservation		X
Department of State Lands	X	
Montana Department of Fish & Game	X	
Montana Historic Preservation Officer		X
Montana State Archaeologist		X
Montana Department of Natural Resources & Conservation		X
Montana Association of State Grazing Districts	X	
Montana Department of Community Affairs		X
Science and Education Administration (formerly Agricultural Research Service)	X	
Beaverhead Planning Board		X
University of Montana, Missoula		X
Montana State University, Bozeman		X

1.4 DILLON RESOURCE AREA

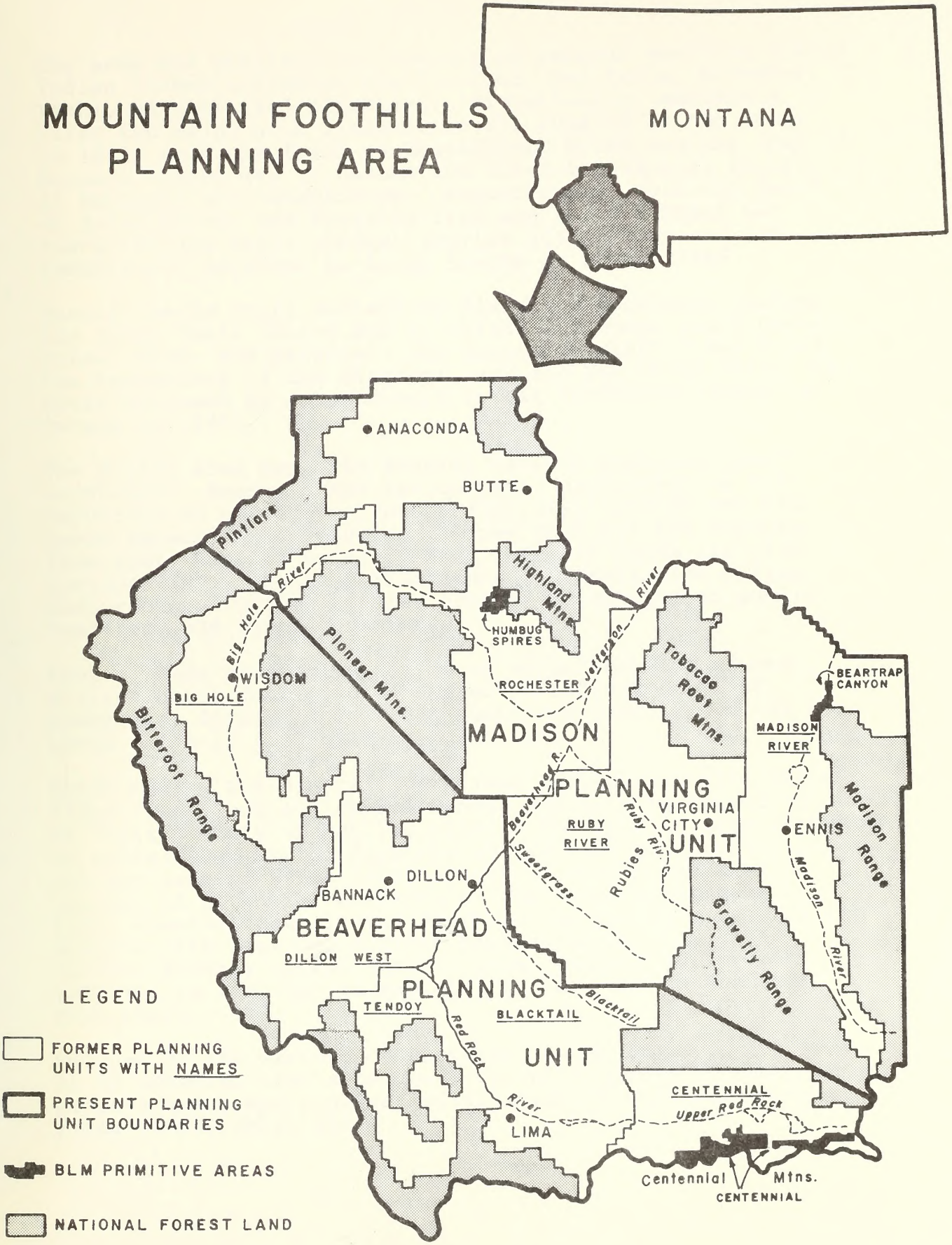
The planning area selected for the pilot LUP/EIS is the Dillon Resource Area in the Butte District, Montana. This planning effort will be referred to as the Mountain Foothills LUP/EIS. The Resource Area is composed of eight planning units. To facilitate mapping and documentation of resource data, the eight existing planning units will be consolidated into two planning units--the Beaverhead and Madison. The Beaverhead Planning Unit will consist of the present Bighole, Dillon West, Tendoy, Centennial, and Blacktail Planning Units; and the Madison Planning Unit will consist of the Madison River, Rochester, and Ruby River Planning Units.

The Mountain Foothills LUP/EIS effort will relate to the land use capability of an estimated one million acres of public lands in the Dillon Resource Area, potential impacts which can be anticipated from proposed resource management plans, plus all reasonable alternatives which surface during the process. The LUP/EIS will also address minerals potential of an estimated additional .5 million acres of mineral estate under private surface. The attached map shows the resource area and planning unit boundaries. Public lands in the Resource Area are for the most part consolidated with some areas of scattered public land.

The Planning Area is spanned by seven different mountain ranges: the Gravelly's, Blacktail's, Centennial's, West Pioneer's, Tobacco Root's, Ruby's, and Highland's. These mountains provide the many diverse landforms and vegetative types, which provide excellent habitat for large numbers of elk and mule deer. The area also provides potentially valuable habitat for the endangered grizzly bear and the Rocky Mountain wolf.

Within the planning area, there are an estimated 450 miles of perennial streams (150 miles of trout fisheries) on the public lands. Important fishery areas include the upper Redrock drainage (Centennial valley) which supports the last "self-sustaining" grayling fisheries in Montana. This drainage is also thought to support native cutthroat trout of an undetermined species. Nationally known fisheries include the Madison, Bighole, and Beaverhead Rivers.

From a recreational and cultural perspective, the planning area contains three "instant" wilderness study areas that will be reported on by 1980 for possible inclusion into the National Wilderness System. These areas are the Humbug Spires, Beartrap Canyon, and the Centennial Mountains.


MOUNTAIN FOOTHILLS PLANNING AREA
MONTANA
ANACONDA
BUTTE
Pintlars
Big Hole River
Highland Mtns.
Jefferson River
HUMBUG SPIRES
Pioneer Mtns.
WISDOM
BIG HOLE
ROCHESTER
Tobacco Root Mtns.
BEARTRAP CANYON
MADISON RIVER
Bitterroot Range
MADISON PLANNING UNIT
Beaverhead R.
RUBY RIVER
VIRGINIA CITY
ENNIS
Ruby River
Rubies
Madison Range
Sweetgrass
DILLON
BANNACK
BEAVERHEAD
Gravelly Range
Madison River
DILLON WEST
PLANNING
TENDOY
BLACKTAIL
Blacktail
Red Rock
UNIT
CENTENNIAL
River
Upper Red Rock
LIMA
Centennial Mtns.
CENTENNIAL
LEGEND
FORMER PLANNING UNITS WITH NAMES
PRESENT PLANNING UNIT BOUNDARIES
BLM PRIMITIVE AREAS
NATIONAL FOREST LAND

The area was utilized for hunting by several Northern Plains Indian tribes including the Flathead, Nez Perce, Shoshone, Lemhi, Bannock, and Blackfeet. Historically, Montana's first two major gold discoveries are located in the area: In 1862, gold was found on Grasshopper Creek and the town of Bannack (which was to become the first territorial capitol of Montana) was established. Concurrently, gold was found on Alder Gulch, and Virginia City was built. These two townsites are still popular tourist attractions and lie immediately adjacent to large tracts of public land.

Several major trail systems of historic importance include the Green Trail (which was a freight and stage route between Green, Utah, and Bannack), the Lewis and Clark Trail along the headwaters of the Missouri, and the Nez Perce Trail (the route followed by Chief Joseph in his attempted escape to Canada in 1877).

The Dillon area supports several natural resource-based endeavors. Ranching and agricultural production is very important to the area. The LUP/EIS will include the proposed impacts of developing 140 new AMPs and the impacts from sustaining 42 existing AMPs. Public lands are also included in 190 non-AMP allotments. Overall, the Dillon Resource Area Office handles grazing privileges on public lands for 338 range operators.

Public lands presently provide an annual harvest of one million board feet from an estimated 138,000 acres of commercial forest lands. The sustained yield potential for these lands is 4.75 million board feet.

Major mining and mineral operations include two talc operations (the Visor and Cyprus Mines) and an active gold mill at Virginia City (Scheitlen Mill). The area is also thought to contain commercial deposits of iron and phosphate. Oil and gas leasing is of major potential within the area because of potential deposits in the "overthrust belt." This potential has already affected the Bureau's oil and gas program with over one million mineral acres (out of 1.5 million mineral acres) already under lease. Exploration activity is low, but is expected to increase in the next five years.

Because of the variety of resource values found in the area, it is expected that some conflicts will emerge in the planning process which may require modification of existing activity plans (AMPs, HMPs, etc.).

1.5 RESOURCE ISSUES

The LUP/EIS will address several current land use or land capability issues common to the Dillon Resource Area. These issues revolve around two basic criteria: (1) whether the issue concerns renewable versus non-renewable resources, and (2) whether the issues involve environmental protection and enhancement versus economic development, or some combination thereof, i.e., economic development of one resource at the expense of other economic development alternatives, etc.

The LUP/EIS will therefore address such renewable versus non-renewable resource issues as: (a) the issue of further designation of potential areas for study under the Wilderness Act of 1964 versus development of oil/gas reserves in the "Overthrust Belt," and (b) the further exploration and development of minerals (particularly hardrock) versus the protection of aesthetic and recreational values.

On issues between renewable resources, whether economically or environmentally oriented, the LUP/EIS will address: (a) the development of over 140 intensive grazing management plans (AMPs) with accompanying fences and water developments versus the protection and enhancement of several thousand acres of habitat for elk and deer; (b) intensive grazing versus the protection of fragile watershed areas along Sheep Creek and other intermittent or perennial streambeds; (c) indiscriminate off-road vehicle use or excessive road building for minerals and timber exploration and development versus the protection of over 150 miles of valuable trout fisheries; (d) protection of aesthetic values in or adjacent to eight mountain ranges versus large scale logging practices and accompanying development of access roads, skid trails, etc., and (e) the protection of important cultural or historical sites versus the effects of intensive grazing programs or the development of potential mineral reserves.

The LUP/EIS will also address tradeoffs within the same or similar types of programs. For example, in recreation, an area may have the capability for use either as wilderness, or it could be used for more intensive recreational pursuits. From an economic standpoint, the degree of use in an area may have to be spread between several activities such as for timber, oil and gas development, and grazing, or one use may predominate.

All of these types of conflicting resource values will be treated in the LUP/EIS under the consideration of at least four basic land use plans: (1) a plan depicting preservation or enhancement of environmental values, (2) a plan addressing the economic potential of the area, (3) a "no

action" plan, and (4) a plan where economic and environmental considerations are both considered (also see 6.1 and 6.2). Other alternatives may surface during the public review stage. From these alternatives, a final preferred plan will be brought forward.

2.

PROCESS AND SCHEDULE

2.1 PROCESS FLOW CHART

The process flow chart is enclosed at the back of this preparation plan.

2.2 PROCESS PHASE AND STEP EXPLANATION

The following 5 phases and 44 major steps explain the boxes in the previous process chart. More details will be developed for the project workbook (Step 7), and throughout the project.

PHASE 1-PROJECT PLANNING

Initial steps in determining organization, approach, and other administrative details for a pilot project.

Step 1-Preliminary Project Planning
Steps taken to date to identify a general process of joint land use planning and environmental impact statement preparation. The process is as yet untried, and will require discussions with the Washington Office on direction and organization to accomplish the project.

Step 2-Washington Office Approval of LUP/EIS Pilot Area
Approval for the LUP/EIS for the Dillon Resource Area.

Step 3-Preparation Plan
Completion of a preparation plan for review of all initial project planning, and the general approach proposed by Montana for its pilot process.

Step 4-Hard Copy Base Maps Distributed
Hard copy base maps at 1/2 inch to the mile scale for the Beaverhead and Madison Planning Units will be completed by September 28 and distributed to the work groups.

Step 5-Steering Committee Approval of Preparation Plan
Concurrence in general approach. Project personnel begin to develop the detailed guidance necessary to run the project on a day-to-day basis.

Step 6-Outside Contacts Confirmed
Letters will be prepared by November 3 for non-BLM individuals who will be asked to serve on project work groups and, for some, in a larger capacity on an outside contact group. They would be confirmed by November 9 and would participate in the overall project meeting. (Also see 4.0 Public Involvement.)

Step 7-Project Workbook
The pilot project will probably lead to modifications of some existing Bureau planning guidance. This will most likely be in such areas as consolidation of mapping requirements, modification of some headings and terminology, minor

adjustments to accommodate URA Step 2 and 3 consolidation, and similar items. New direction will be tested, particularly past the MFP 1 stage. As a result, a handbook supplementing existing Bureau planning guidance will be developed for the project. It will deal with organization, manuscript processing, and all aspects of supplemental guidance on a step-by-step basis.

Step 8-Completion of Ongoing Work in Resource Area
The Dillon Resource Area is currently completing AMPs. They are also completing conflict resolution work sheets on each AMP; other field work; the Beaverhead Planning Area through URA 4 and MFP 1; and the PAA for one of the two planning units. This work must be completed prior to beginning the project.

Step 9-Overall Project Meeting
A meeting of all project personnel, at a location free from outside interference, for a period of two days. Major resource issues, and key focus items for addressing environmental consequences (including eliminating insignificant issues, and identifying interdisciplinary needs), will be identified. The workbook will be clarified, and additional guidance will be developed. This will be the official start-up of the project and will complete the project planning phase.

PHASE 2-RESOURCE CONDITIONS AND RECOMMENDATIONS

Documenting present resource information, identifying potential for developing these resources, and individual program recommendations for resource use. This phase broadly corresponds to what is now URA 2, URA 3, SEP, URA 4, PAA, Supplemental Guidance, and MFP 1, within the present planning process.

Step 10-Inventory, URA 2 and 3, and SEP
For the Beaverhead Planning Unit; URA 2, URA 3, and SEP must be completed in order to consolidate a description of the present condition in the planning unit (Step 11). In the case of the Madison Planning Unit, URA 2 and URA 3 would not be prepared as such but would be directly documented as present condition.

Step 11-Present Condition
Completion of the first major section in the combined LUP/EIS, as well as the completion of all steps required under present Bureau guidance through URA 3. It will basically consist of combining URA 2, URA 3, and relevant portions of the social

and economic profile into one section describing present conditions within the planning area by environmental component. Social and economic conditions will be described concurrently with present conditions asked for in the physical profile as well as program conditions as required in URA 3. (See 5.0, Outline.) A more detailed outline will be developed in the workbook to accommodate requirements of the existing Bureau manuals, and to identify where procedural modifications might be necessary. The information in Step 11 will be documented on hard copy base maps at 1/2 inch to the mile using a magic marker system. Overlays at 1 inch to the mile will have been used by the completion of URA 2 through MFP Step 1 for the Beaverhead planning area. No such mylars would be produced for the Madison area. A comparison of the mylar and the hard copy base map systems would be evaluated in the completion of the conflict identification (Step 20) (Also see 6.4).

Step 12-Finalize Present Condition Maps
District completion of specialist maps from Steps 10 and 11 into finished form, and hard copying some 6 to 8 copies for use at different locations.

Step 13-Resource Potential (URA 4)
Essentially Step 4 of URA as it now exists. Some accommodation in map base would be developed so that both URA 4 and MFP 1 could be reflected together for a given program area.

Step 14-Planning Area Analysis
The planning area analysis (PAA) would be completed, according to present guidelines, in order to go from Step 13 to program recommendations in Step 16.

Step 15-Major Program Goals, Objectives, and Issues
A major criticism of Bureau planning in the past has been that it fails to look at regional and national program goals in the development of its program recommendations. We have therefore added an extra step in the PAA process to insure that these goals and objectives are reflected in the rationale for the recommendations developed in Step 16, as well as the typical PAA objectives. This step would also be closely coordinated with the completion of alternative objectives (Step 23).

Step 16-Recommendations
Completion of resource maps and program recommendations as provided for in present MFP Step 1. Additional guidance would be developed to insure a priority system for developing recommendations within each program, so that when conflicts

are identified between primary alternatives in any two given program areas, there would be some priority in fall-back alternatives in each program to help with the resolution of conflicts.

Step 17-Finalize Maps and Visuals; Preliminary Edit; and Management Review

This is the second major point at which resource maps are finalized and multiple copies made. At this point, the specialist will have completed a series of base maps showing present information, and this second series of maps showing resource potential and specific recommendations by program areas. Visuals displaying key trends and information will also be completed at this time so that they are available in usable form at the beginning of MFP Step 2. Narratives should also have undergone preliminary edit and management review at this time. The end result of Step 17 is a completed base of information, using program and environmental component oriented work groups, for the multiple use planning process to begin.

Step 18-Steering Committee and Program Leaders Review

Joint field review by the steering committee and the program leaders in the State Office Division of Resources to determine that information documented through Step 17 is adequate for the beginning of MFP Step 2 of the planning process and adequate documentation for the completion of the LUP/EIS pilot. Any changes requested as a result of Step 18 would have to be accommodated within the time span allowed for Step 20, Conflict Identification.

PHASE 3-ALTERNATIVE PLANS AND ENVIRONMENTAL ASSESSMENT

Identifying resource conflicts, developing broad alternative land use plans, public participation in the development of alternatives, and assessing environmental consequences of various planning alternatives.

Step 19-Interdisciplinary Group Established

Sometime prior to beginning Step 20, an interdisciplinary group representing the various resource programs and environmental disciplines would be established to deal with the interdisciplinary planning process outlined in MFP Step 2. These individuals would still have work groups for support and information but it would be primarily the role of the smaller interdisciplinary group to carry the entire process through Phase 5 (Also see 3.4).

Step 20-Conflict Identification

This would consist of the traditional MFP Step 2 of identifying conflicts in MFP Step 1 Program Recommendations. It is anticipated that conflicts would be stratified into those areas where no conflict existed, those areas where conflicts existed but where mitigable, and those areas in which irrevocable conflicts existed. The focus of the rest of the Phase 3 process would for the most part be on the third category of program conflicts. However, in the development of alternatives, non-conflict recommendations might still change as a result of the objectives being used to develop those alternatives. With the use of the hard copy base map system, an evaluation would be made in Step 20 on whether the total mylar system at an inch to the mile for the Beaverhead Planning Unit or the hard copy system using a status grid made of mylar over the hard copy maps for the Madison Planning Unit prove to be the most useful in completing MFP Step 2 (Also see 6.4).

Step 21-Outside Contact Group Involvement

This committee, consisting of some of the non-BLM people serving on the work groups, would assist in developing alternative objectives (Also see Public Involvement).

Step 22-Programmed Alternative Objectives and Definitions

This will consist of developing a series of multiple use objectives which span programs against which conflicts are to be measured and resolved. Plan-wide alternatives would be structured or supplemented in order to address major range management alternatives as presently agreed upon for the Range EIS program. A series of environmental quality objectives would be outlined and all conflicts would be resolved in favor of meeting those environmental quality objectives ("No Grazing"). The end result of this process would be an entire series of MFP Step 2 conflict resolutions which reflect environmental quality as the overall reason or rationale for resolving conflict. Similar objectives would be established for commodity or resource production for BLM's management of resources (maximization of livestock forage), and again this series of objectives would be used as overriding in resolving MFP Step 2 conflicts. A third series of objectives, representing the best mix or balance of uses across all competing BLM resource program areas would be established and applied to the conflicts throughout. A fourth set of objectives would be established for the "No Action" alternative (Also see 6.1 and 6.2).

Step 23-Develop Initial Alternatives
The results of this process will be the production of four initial alternative land use plans for the Beaverhead and Madison units, each resolving conflicts in response to a different series of objectives.

Step 24-Finalize Alternative Maps and Visuals; Edit; and Management Review
Steps 20 through 23 would have to be documented on hard copy maps or mylars, or both. A major purpose for the documentation would be to offer public review of the initial planning alternatives. Environmental consequences work would also begin at this point.

Step 25-Public Review
The purpose of the public review at this stage, would be to see if the alternative objectives developed in Step 22 should be supplemented with new objectives to produce other alternatives. The public will thus be involved in the identification and development of alternatives before the environmental consequences are documented and before a preferred plan is selected.

Step 26-Document any New Alternative Objectives
This may involve new set(s) of objectives, similar to those developed in Step 22, which reflect public opinion. It could be that no additional alternatives are developed. It is also possible that any differing objectives could affect only a few of the conflicts resolved in Step 23. It could be possible to only modify previous alternatives.

Step 27-Develop any Other Alternatives
Other alternatives would be developed in the same manner as provided for in Step 23, based on the new set(s) of objectives.

Step 28-Finalize New Alternative Maps and Visuals; Edit; and Management Review
The documentation process should accurately reflect not only the resolved alternate plan that emerged from the previous steps, but also a good display of conflict identification graphics should show the major conflicts which led to the need for resolution. This step would also include editing and management review.

Step 29-Steering Committee Review
The steering committee would review all of the results of Phase 3 to date, including the conflict identification, the application of objectives to conflict resolution, and the alternative plans.

Step 30-Environmental Consequences
The documenting of environmental consequences of each of the plan-wide alternatives would be finalized in this step (actually begun after Step 24). This would include documentation provided for in the present environmental assessment part of MFP Step 2, according to the guidelines provided for environmental consequences in the new draft CEQ regulations. Upon completion of Step 30, final document editing and completion of the document would begin. The summary document (Executive Summary type) would be begun.

Step 31-Selection of Preferred Plan
Based upon all the proceeding aspects of Phase 3, the District Manager selects, in proper consultation with the Area Manager and with clearance according to procedures with the State Director, a preferred plan and indicates his preference for the Draft LUP/EIS. Since all of the consequences of all the alternatives have already been documented, and since the alternatives were based upon building blocks of individual conflict resolutions, the District Manager would not be restricted to one of the five or six plan wide alternatives in developing his own preferred plan. It might be that he would select one of the plans with certain modifications, or select several plans and aggregate their best features. In any case, his selection of the preferred plan in Step 31 would have to be accompanied with a rationale statement which related closely to aspects of Steps 14, 15, 20, and 22.

PHASE 4-LUP/EIS (& SUMMARY) DRAFT, PROCESSING, & PUBLIC REVIEW

Finalizing documents, editing, clearing manuscripts, word processing, and public review.

Step 32-LUP/EIS (& Summary) Completed
The LUP/EIS (and Summary) will meet the new CEQ requirements for an environmental impact statement. We have combined the LUP and EIS to produce one document for wider general public distribution. A summary (Executive Summary type) of the LUP/EIS will replace the MFP Summary brochure.

Step 33-Finalize all Maps and Visuals, Edit, and Management Review
This step includes the clearance of final graphics and displays, text editing, and Xeroxing steering committee copies.

Step 34-Steering Committee Review
The steering committee would review the Xerox draft LUP/EIS (and Summary) and require whatever revisions are necessary.

It should be noted that the present schedule does not allow for major revisions as a result of this review. Should they be desired, schedule extensions would be necessary.

Step 35-Revisions
The Interdisciplinary Group would make revisions requested by the steering committee.

Step 36-Steering Committee Manuscript Clearance
This would represent all levels of clearance for printing and publication. It would represent the clearance of the District Manager in proposing the manuscript, the clearance of the State Director in fulfilling his responsibilities in review and concurrence for a Draft Land Use Plan, the clearance of other Bureau members of the steering committee that they are satisfied that the document reflects the best effort to meet the Bureau requirements of pilot efforts, clearance for the Washington range staff through a steering committee member from the Washington staff that the environmental consequences and other range program aspects adequately comply with court and other quality direction, and bureau and departmental clearance that the EIS section adequately complies with current direction (Also see 3.2).

Step 37-Processing and Printing of Draft LUP/EIS (and Summary)
Typing, word processing, layout, and printing would be completed.

Step 38-Public Review
The LUP/EIS (and Summary) would allow for the traditional formal review connected with an environmental impact statement, and the customary public review of land use planning alternatives at the completion of MFP Step 2. Comments would be on preferred planning direction as well as on the adequacy of the EIS.

This step also includes time for consolidating hearings transcripts and written comments; determining how comments would be addressed; and developing the format for either a Final or Final Supplement with the Steering Committee.

PHASE 5-FINAL LUP/EIS (& SUMMARY)

Addressing public comments, making other appropriate revisions, developing the Final Supplement, and clearance and final processing of LUP/EIS (and Summary).

Step 39-Revise LUP/EIS (and Summary)
This step would include:

(1) Adequately factoring public comment into both the planning and EIS process;

(2) Insuring a proper final planning document reflecting the best planning decisions and the rationale;

(3) Issuance of a complete LUP/EIS (and Summary) which adequately reflect major concerns and consequences according to the new draft CEQ regulations.

Step 40-Management Review and Edit
Editing, word processing, and finalizing of all visuals for the Final LUP/EIS (and Summary).

Step 41-State Director Clearance
The State Director would concur with or request revision of the planning decisions made by the District Manager. Any major revisions could require a schedule extension.

Step 42-EIS Clearance
The EIS portion would be concurred with or revisions would be requested by steering committee field review. This would accomplish all levels of review customary to the EIS process. Any major revisions could require a schedule extension.

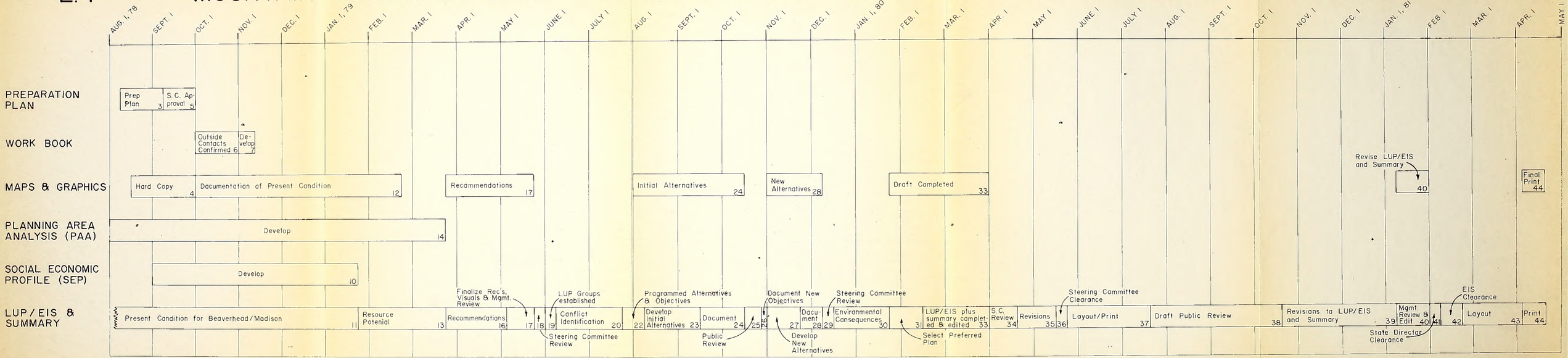
Step 43-Final Processing
Final typing, word processing, layout, and printing.

Step 44-Final LUP/EIS (and Summary) Printed
A limited number of the completed LUP/EIS documents would be printed. A greater number of the Summary documents would be printed for more general distribution. This step also includes mail and EPA delivery.

2.3 KEY DATES

1.	Preliminary Project Planning	Prior to August 1978
2.	Washington Office Approval of LUP/ES Concept	Aug. 10, 1978
3.	Draft Preparation Plan	Sept. 8, 1978
4.	Hard Copy Base Maps Distributed	Sept. 28, 1978
5.	Steering Committee Approval	Oct. 2, 1978
6.	Project Workbook	Nov. 3, 1978
7.	Outside Contacts Confirmed	Nov. 9, 1978
8.	Completion of Ongoing Work in RA	Nov. 15, 1978
9.	Overall Project Meeting (outside contacts, work group members, advisory committee)	Nov. 17, 1978
10.	Inventory, URA 2 and 3, and SEP	Jan. 26, 1979
11.	Present Condition (inventory, URA 2 and 3, SEP)	Jan. 26, 1979
12.	Finalize Present Condition Maps	Feb. 23, 1979
13.	Resource Potential	Mar. 23, 1979
14.	Planning Area Analysis	Mar. 23, 1979
15.	Major Program Goals, Objectives, Issues	Mar. 23, 1979
16.	Recommendations	May 4, 1979
17.	Finalize Maps and Visuals; Preliminary Editing and Management Review	May 25, 1979
18.	Steering Committee/Program Leader Review	June 1, 1979
19.	Interdisciplinary Groups Established	June 4, 1979
20.	Conflict Identification	July 20, 1979
21.	Outside Contact Group Involvement	Aug. 3, 1979
22.	Programmed Alternative Objectives and Definition	Aug. 3, 1979
23.	Develop Initial Alternatives	Sept. 14, 1979
24.	Finalize Maps and Visuals; Edit, and Management Review	Oct. 12, 1979
25.	Public Review	Oct. 26, 1979
26.	Document Any New Objectives	Nov. 2, 1979
27.	Develop Any Other Alternatives	Nov. 23, 1979
28.	Document Other Alternatives	Dec. 7, 1979
29.	Steering Committee Review	Dec. 14, 1979
30.	Environmental Consequences	Jan. 25, 1980
31.	Selection of Preferred Plan	Feb. 15, 1980
32.	EIS and LU Plan Summary Completed	Mar. 14, 1980
33.	Finalize Maps and Visuals; Editing, and Management Review	Mar. 28, 1980
34.	Steering Committee Review	Apr. 18, 1980
35.	Revisions	May 16, 1980
36.	Steering Committee Manuscript Clearance	May 23, 1980
37.	Processing and Printing of Draft	July 18, 1980
38.	Public Review	Oct. 17, 1980
39.	Revise LUP/EIS and Summary	Jan. 9, 1981
40.	Management Review and Edit	Jan. 30, 1981
41.	State Director Clearance	Feb. 6, 1981
42.	EIS Clearance	Feb. 20, 1981
43.	Final Processing	Apr. 3, 1981
44.	Final LUP/EIS and Summary Printed, Mailed, and to EPA	Apr. 17, 1981

2.4 MOUNTAIN FOOTHILLS LAND USE PLAN & ENVIRONMENTAL IMPACT STATEMENT SCHEDULE



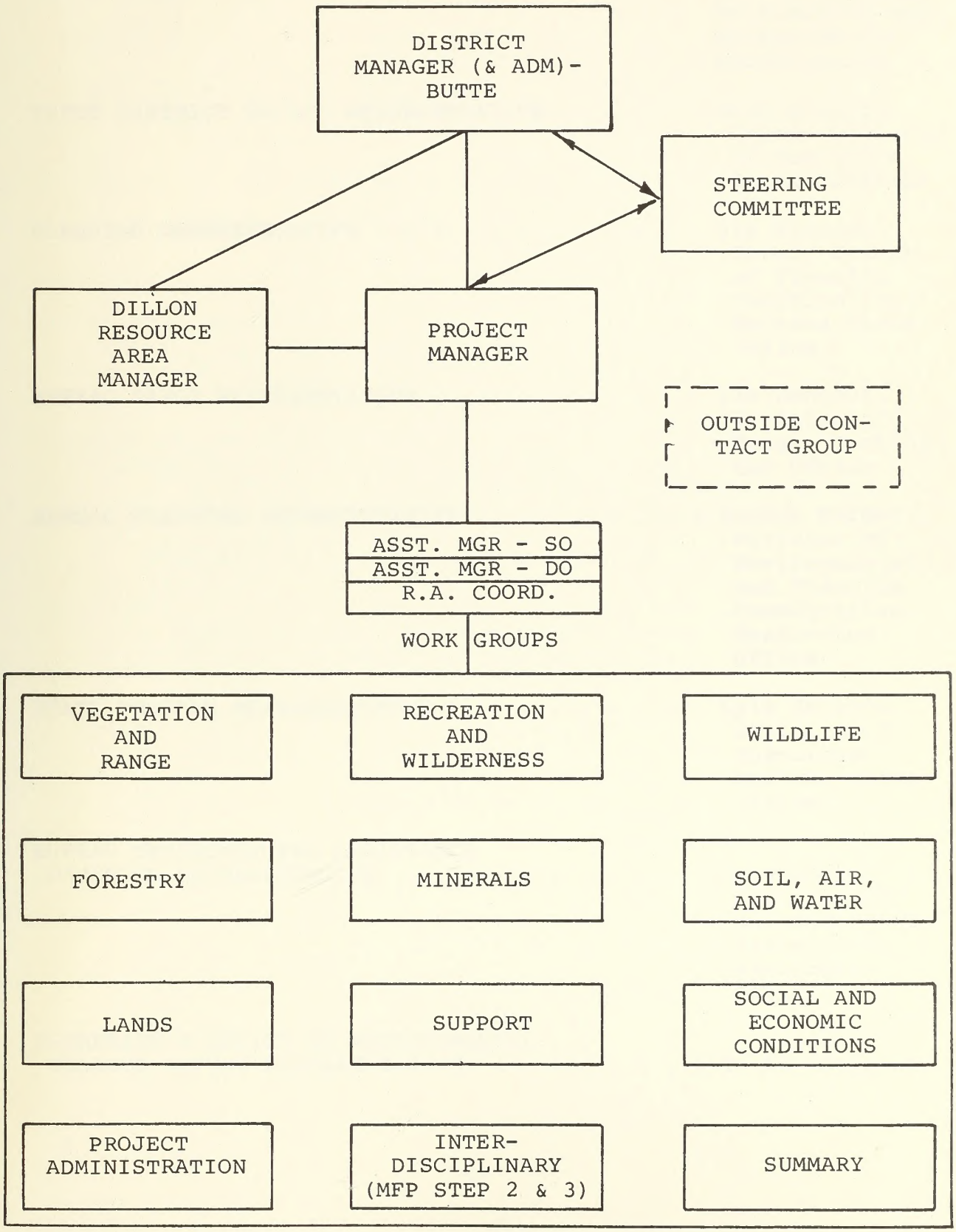
(Numbers in right corner of box correspond to steps in process phase)

August 30, 1978

3.

ORGANIZATION

3.1 MOUNTAIN FOOTHILLS LUP/EIS ORGANIZATION



3.2 STEERING COMMITTEE MEMBERS

STATE DIRECTOR REPRESENTATIVE AND CHAIRMAN	Ernie Kemmis, Chief, Division of Planning and Environmental Coordination
BUTTE DISTRICT OFFICE REPRESENTATIVE	Dave Pickett, Chief, Division of Resources, Butte District
PLANNING REPRESENTATIVE	Jim Binando, Chief, Branch of Planning Coordination, Montana State Office
BUREAU RANGE REPRESENTATIVE	Jim Hancock, Division of Range, Washington Office
BUREAU PLANNING REPRESENTATIVE	Gordon Knight, Division of Environmental and Planning Coordination, Washington Office
STATE PROGRAM REPRESENTATIVE	Lyle Rolston, Division of Resources, Montana State Office
BUREAU ENVIRONMENTAL ASSISTANCE DIVISION REPRESENTATIVE	Gary Rowe, Division of Environmental Assistance, Washington Office
SECRETARY'S OFFICE OF ENVIRONMENTAL PROJECT REVIEW REPRESENTATIVE	To be assigned

3.3 PERSONNEL ASSIGNMENTS

DISTRICT MANAGER (& ADM)--Jack McIntosh and Jerry Quinn

RESOURCE AREA MANAGER--Dick Cosgriffe

PROJECT MANAGER--Dave Darby

ASSISTANT PROJECT MANAGER (DISTRICT OFFICE)-- Gregg Berry

ASSISTANT PROJECT MANAGER (STATE OFFICE)--Jerry Jack

RESOURCE AREA COORDINATOR--Delon Potter

WORK GROUPS:

VEGETATION AND RANGE:
- Scott Anderson, Range Conservationist--Work Group Leader
  - Tom Whitmer, Range Conservationist
  - Lloyd Emmons, Botanist

RECREATION AND WILDERNESS:
- Bruce Botsford, Recreation Planner--Work Group Leader
  - Cynthia Copeland, Wilderness Specialist
  - Vacant--Landscape Architect, SO Branch of Environmental Coordination
  - Blaine Miller, Archaeologist

WILDLIFE:
- Lew Myers, Wildlife Biologist--Work Group Leader
  - Jack Jones, Wildlife Biologist
  - Holden Brink, Wildlife Biologist

FORESTRY:
- Bill Torgersen, Forester--Work Group Leader
  - Gary Roam, Environmental Specialist
  - Delon Potter, Forester
  - Dave Pickett, Forester

MINERALS:
- Tom Durst, Geologist--Work Group Leader
  - Vacant--District Geologist

SOIL, AIR, AND WATER:
- Clair Silvernale, Soil Scientist--Work Group Leader
  - Cliff Fanning, Soil Scientist
  - Larry Pointer, Agronomist
  - Vacant--Hydrologist, Branch of Environmental Coordination
  - Vacant--Air Quality Specialist, Division of Resources

LANDS:

Vacant--District Realty Specialist--Work Group Leader
Vacant--Landscape Architect, SO Branch of Environmental Coordination
Tim Fay, Surface Protection Specialist

PROJECT ADMINISTRATION:

Bryan Robinson, Writer-Editor--Work Group Leader
Millard Hulse, Public Affairs Officer
Editorial Assistant (new District position)
Bob Allen, Visuals Specialist
Graphics Support: Div. of Tech. Services and District Office
Secretarial Support: MSO Division of Planning and Environmental Coordination and District Office Division of Administration

SOCIAL AND ECONOMIC CONDITIONS:

Neil Talbot, Environmental Coordinator--Work Group Leader
Jerry Jack--Planning Coordinator
Loren Cabe--Economist
Vacant--Sociologist, Branch of Planning Coordination

SUPPORT RECOMMENDATIONS:

Doug Martin, Realty Specialist--Work Group Leader
Roy Montgomery, Forester
Scott Billing--Forestry Technician

3.4 WORK RESPONSIBILITIES

Steering Committee

The steering Committee is the multi-level group with delegated authority to clear, from the point of view of Washington Office and Departmental EIS quality control and the requirements of State Office program technical review all aspects of the combined LUP/EIS. The recommendations and decisions reflected in the LUP portion, however, are still the prerogative of the Area Manager, the District Manager, and the Montana State Director.

Butte District Manager (& ADM)

Responsible for completion of the LUP/EIS and for Bureau-wide pilot aspects of the project, as delegated from the State Director, Montana, North and South Dakota.

Dillon Resource Area Manager

The Dillon Resource Area Manager, in his capacity as the principal line official for resource planning and management in the area, will continue to be responsible for all aspects of BLM's program in the resource area. As it relates to the planning project, therefore, all information and staff support for the project must be cleared and concurred with by the Area Manager. The Area Manager also continues to be responsible for the recommended planning decisions and the resolution of any management conflicts reflected in the plan. In this latter area, the Area Manager will either directly lead or provide substantive guidance to the interdisciplinary group (Step 19) assigned to staff and resource program work for Phase 3 of the project.

EIS Manager

The EIS Manager is responsible for the continuing direction of the project, consistent with guidance approved by the steering committee. He reviews and approves all planning and environmental documents prior to their inclusion in review drafts. He is accountable primarily to the Butte District Manager, but has a continuing responsibility to ensure that documents being developed reflect resource management recommendations and concerns of the Dillon Area Manager.

Assistant Project Manager - District Office

The District Office Assistant Project Manager will have the main responsibility for project direction on a daily basis. This mainly includes coordinating work group efforts to insure that work is completed on schedule and according to the guidance.

Assistant Project Manager - State Office

The State Office Assistant Project Manager is mainly responsible for ensuring that project guidance is up to date at all times and that it reflects steering committee concerns and wishes, as well as being workable at the field level.

This includes a special emphasis on pilot aspects of the project and ensuring that new techniques are continually evaluated.

He will: (1) staff policy issues at the State Office, (2) make initial quality review of work with the District Office Assistant Project Manager and (3) develop methods for, and documents pilot aspects with input from the District Office Assistant Project Manager and the Work Group Leader for Project Administration (also see 6.7).

Resource Area Coordinator

The Resource Area Coordinator will coordinate project management in Dillon. It will be his role on a day-to-day basis to serve as the principal communication link with Butte and Billings. It will also be his job to solve most of the administrative problems connected with the project at the Dillon level, and to act as technical coordinator or scientific reviewer for number tracking, compliance with law and policy, and interdisciplinary consistencies.

Work Groups

One of the most important parts of the organization will be the 12 work groups. Work group members should, in the context of the group, represent their scientific specialties and their program concerns. They report directly to the work group leader as far as this project and Performance Improvement and Position Review elements related to the project are concerned. Should issues arise which cannot be resolved at the work group level, these should be referred initially to the District Office Assistant Project Manager who will in turn bring them to the attention of the Project Manager as need be.

All work groups will be responsible for completing the Beaverhead and Madison planning documents up through MFP Step 1. Thereafter, individuals (as yet unassigned) from within each work group (Step 19 of the process chart) will be assigned to a new work group which will be responsible for addressing MFP Step 2 and associated alternatives, with assistance from the other members of their work group. Additional details for all work groups will be defined in the workbook.

The work group leaders are responsible, within defined areas of work, for coordinating analysis and documentation for the land use plan through MFP Step 1. After that point, the work groups will provide support and guidance to the inter-disciplinary group (assigned from each work group in Step 19) for the completion of MFP Step 2.

Several of the work groups will have continuing functions different from those of the seven program and environmental component work groups. The following describes their roles:

(1) Project Administration

The Project Administration work group is responsible for public involvement; manuscript editing, typing, and production of manuscripts; clearing formats for typing and printing; initial approval, production, and final clearance of all maps and visuals; printing; and related activities. All maps, visuals, and text will be cleared and processed through this group before any drafting or finalizing is done so that resource information is transferable to a published form. The entire drafting, graphics, and cartographic operation; and all secretarial support, will work directly under this work group leader.

(2) Support

The Support work group will deal with land use plan recommendations in areas such as fire, cadastral survey, road and trail construction, and in similar areas required to support major program recommendations.

(3) Social and Economic Conditions

The Social and Economic Conditions work group will coordinate completion of the planning area analyses (PAA), and will handle sections on existing social and

economic conditions and environmental assessment. However, the major function of this group will be to insure that all program recommendations adequately reflect the objectives portrayed in steps 14 and 15 of the process chart. This group will coordinate closely with the interdisciplinary group (step 19) but it will take the lead in the completion of steps 14 and 15. It will also take the lead in developing the programmed alternative objectives with the interdisciplinary group (step 22).

(4) Interdisciplinary Group

This interdisciplinary group, consisting of members from other work groups (step 19), will complete phase 3 (development of alternative plans and the environmental assessment), and parts of phases 4 and 5.

4.

PUBLIC INVOLVEMENT

Public involvement will be under the direction of the Project Administration Work Group. Detailed plans will be included in the project work book.

Generally, public participation will be initiated early by asking key agencies or interest groups to provide representatives as work group members during the LUP/EIS process. It is desirable that each work group have at least one member from another agency involved with that environmental component and one member from a related interest group. These two work group members should assist in writing, data gathering, and review capacities, and should attend all key work group meetings. Other agency or interest group representatives might also serve in a continuous, consulting capacity. Per diem for such assistance is being investigated.

Some examples of groups or agencies that might provide assistance for each work group would include:

VEGETATION AND RANGE WORK GROUP

Montana Public Lands Council (Monitoring Project)
Southwest Montana Livestock Association
Vigilante Woolgrowers
Montana Stockgrowers
State Department of Livestock
State Department of Agriculture
University of Montana, Missoula
Northern Great Plains Resource Council
Natural Resources Defense Council

RECREATION AND WILDERNESS WORK GROUP

Friends of the Earth
Sierra Club
Audubon Society
State Historic Preservation Office
Skyline Sportsmans Association
Wilderness Society
Forest Service
Beaverhead County Sportsmans Association
Anaconda Sportsmans Club
Gallatin Sportsmans Association
Montana Wilderness Association
Heritage Conservation and Recreation Service

WILDLIFE WORK GROUP

U.S. Fish and Wildlife Service
State Department of Fish and Game
Beaverhead County Sportsmans Association
Gallatin County Sportsmans Association
Audubon Society

Trout Unlimited
Wildlife Society
Anaconda Sportsmans Club
Skyline Sportsmans Association

LANDS WORK GROUP

Rural Electrification Cooperative
Forest Service
County Commissioners
County Planning Board
State Highways Department
State Public Service Commission
Department of State Lands
State Department of Community Affairs
Montana Power Company

SOCIAL AND ECONOMIC CONDITIONS WORK GROUP

State Department of Education
Chambers of Commerce
State Department of Institutions
State Department of Labor and Industry
State Department of Social and Rehabilitation Service
State Department of Health and Environmental Science
State Department of Community Affairs
University of Montana
Montana State University

FORESTRY WORK GROUP

Inland Forest Resource Council
Forest Service
State Department of Agriculture
Department of Natural Resources and Conservation (Division of Forestry)

MINERALS WORK GROUP

U.S. Department of Energy
Rocky Mountain Oil and Gas Association
U.S. Geological Survey
State Geologist

SOIL, AIR, AND WATER WORK GROUP

Association of Soil and Water Conservation Districts
Department of Natural Resources and Conservation
U.S. Bureau of Reclamation
Soil Conservation Service

Trout Unlimited
Wildlife Society
Anaconda Sportsmans Club
Skyline Sportsmans Association

LANDS WORK GROUP

Rural Electrification Cooperative
Forest Service
County Commissioners
County Planning Board
State Highways Department
State Public Service Commission
Department of State Lands
State Department of Community Affairs
Montana Power Company

SOCIAL AND ECONOMIC CONDITIONS WORK GROUP

State Department of Education
Chambers of Commerce
State Department of Institutions
State Department of Labor and Industry
State Department of Social and Rehabilitation Service
State Department of Health and Environmental Science
State Department of Community Affairs
University of Montana
Montana State University

FORESTRY WORK GROUP

Inland Forest Resource Council
Forest Service
State Department of Agriculture
Department of Natural Resources and Conservation (Division of Forestry)

MINERALS WORK GROUP

U.S. Department of Energy
Rocky Mountain Oil and Gas Association
U.S. Geological Survey
State Geologist

SOIL, AIR, AND WATER WORK GROUP

Association of Soil and Water Conservation Districts
Department of Natural Resources and Conservation
U.S. Bureau of Reclamation
Soil Conservation Service

U.S. Environmental Protection Agency
State Department of Health and Environmental Science

OTHER

Individuals
Environmental Task Force
Northern Rockies Action Group
Environmental Information Center
Governor's Office

Between now and October 15, all involved specialists should provide names of any other interest agencies, groups, or individuals to the Project Administration Work Group.

After work group efforts through MFP Step 1 are completed, approximately seven non-BLM work group participants would assist management throughout the remainder of the project (especially during MFP Step 2). One week of public meetings would be held to review alternatives, and a general public review period of 90 days would be held on the preferred plan and EIS.

OUTLINE

5.1 GENERAL OUTLINE

MOUNTAIN FOOTHILLS
LAND USE PLAN AND ENVIRONMENTAL IMPACT STATEMENT

		Relation to Present Source Documents and Requirements
CHAPTER 1.	INTRODUCTION	
CHAPTER 2.	OBJECTIVES AND MAJOR ISSUES	
CHAPTER 3.	SUMMARY OF PREFERRED LAND USE PLAN (SUMMARY OF RECOMMENDED PLAN IN FINAL)	MFP 3 NEPA, FLPMA
CHAPTER 4.	DESCRIPTION OF THE PLANNING AREA	Inventory URA 2 URA 3
	Climate and Air Quality	SEP
	Geology	
	Soils	
	Water	
	Vegetation	
	Animals	
	Prehistoric and Historic Features	
	Aesthetics	
	Recreation	
	Economic Conditions	
	Social Conditions	
	Land Use	
	Ecological Considerations	
CHAPTER 5.	RESOURCE POTENTIAL AND RECOMMENDATIONS	NEPA, FLPMA Outlook Guides URA 4
	Regionwide Goals and Objectives	MFP 1
	Lands	PAA
	Minerals	
	Recreation	
	Wildlife	
	Watershed	
	Range	
	Timber	
	Support	

		Relation to Present Source Documents and Requirements
CHAPTER 6.	MANAGEMENT ALTERNATIVES A. Conflict Identification B. Management Alternatives #1-Enhance Environmental Quality #2-Encourage Economic Development #3-Overall Balance Among All Objectives #4-No Action #5-Other Objectives Mix	MFP 2 PDOD CEQ NEPA FLPMA
CHAPTER 7.	PREFERRED LAND USE PLAN (RECOMMENDED LAND USE PLAN IN FINAL)	MFP 3 NEPA FLPMA
CHAPTER 8.	COMPARISON OF ALTERNATIVES AND PREFERRED LAND USE PLAN (COMPARISON OF ALTERNATIVES AND RECOMMENDED LAND USE PLAN IN FINAL)	MFP 2 MFP 3 NEPA FLPMA
CHAPTER 9.	ENVIRONMENTAL CONSEQUENCES (OR STATEMENT OF ENVIRONMENTAL IMPACT) -Alternative #1 -Alternative #2 -Alternative #3 -Alternative #4 -Alternative #5 -Alternative #6 -Special Considerations	Environmental Assessment CEQ NEPA FLPMA
CHAPTER 10.	PREPARATION, CONSULTATION, COORDINATION (PREPARATION, CONSULTATION, AND COMMENTS IN FINAL)	
	APPENDIX GLOSSARY REFERENCES	
(Note: All subordinate headings subject to revision.)		
The separate Summary document (Executive Summary type) would closely correspond to the above and would relate to NEPA and MFP Summary requirements.		MFP Summary Brochure NEPA FLPMA

5.2 OUTLINE EXPLANATION

Chapter 1. The Introduction chapter would explain general reasons for the plan and other introductory materials.

Chapter 2. The Objectives and Major Issues chapter would highlight the resource concerns, direction, conflicts, and public controversies for any BLM management plan for the area.

Chapter 3. The Summary of Preferred (Recommended in Final) Land Use Plan chapter would summarize the preferred plan and the manner in which this plan addressed those major issues surfaced in chapter 2.

Chapter 4. The Description of the Planning Area chapter should be more than a brief description. The objective of this chapter would be to make the baseline information, upon which BLM plans are developed, available in as much detail as possible. This goes beyond simply describing the affected environment. This is a FLPMA requirement that has been the subject of numerous requests from special interest organizations and other levels of government, and one which would not be met simply by summary maps of a few areas of key information. In any case, one objective of a pilot effort would be to explore the proper level of detail for such a chapter.

A major change reflected in this chapter would be the discussion of both environmental component and program component (URA 3 and 4) conditions in one place.

Chapter 5. The Resource Potential and Recommendations chapter would be an option. The integration of the URA 4 and MFP Step 1 with pertinent portions of the Technical Examination and Environmental Assessment Record, the outlook guides, and major objectives from NEPA and FLPMA, is critical to the Bureau's planning process. There needs to be some reflection of this part of the planning process in the combined document.

Chapter 6. The Management Alternatives chapter would include the results of conflict identification and the development of major alternatives. This would be the key section of the combined document. The results would reflect not only the management alternatives for the selection of a preferred plan, but also the proposed and alternative action for NEPA documentation. Given this complexity, experimentation with the best way to approach this section is expected during the pilot effort.

Chapter 7. The Preferred (Recommended in Final) Land Use Plan chapter would include all the details from which Chapter 3 was taken. This chapter would be the detailed documentation of step 31 in the Land Use Plan/EIS planning process. For each analysis area, and for each program, the preferred plan would reiterate the overriding management objectives, actions which would be taken under the plan (including timing and support requirements) actions designed to insure compatibility with other land uses and management action, results expected from the plan, and special monitoring and implementation requirements.

Chapter 8. The Comparison of Alternatives and Preferred (Recommended in Final) Land Use Plan chapter would compare Chapter 7 with Chapter 6. This chapter consists of a summary comparison of all beneficial and adverse consequences of the alternative and preferred land use plans. This chapter would use techniques best designed to display advantages and disadvantages of several plans, rather than detailed discussions on a plan by plan basis.

Chapter 9. The environmental consequences chapter will describe environmental consequences of the preferred plan and alternative plans. It would specifically respond to the proposed CEQ regulations (documentation of impacts; unavoidable, adverse effects; irretrievable resource commitments; and conflicts between short-term use and long-term use of resources). This would be the portion of the combined land use plan and environmental impact statement reviewable under NEPA (2)(c) and given EIS quality control review by the proposed steering committee and the current departmental procedure.

Chapter 10. The Preparation, Consultation, and Coordination (and Comments in Final) chapter would include lists of preparers, and agencies and organizations involved in the process (and public comments in the Final).

An Appendix, Glossary, and References would be included as appropriate.

The Summary (Executive Summary type) would meet the environmental impact statement summary requirement and the management framework plan summary requirement. This summary would be printed separately for wider public review than the complete plan might receive.

6.

SPECIAL ISSUES

The following issues are an integral part of the approach that will be taken as of October 2, when the steering committee (as proposed) approves this LUP/EIS preparation plan. Note that critical resolution dates have been established for 6.2 and 6.5.

6.1 DEVELOPMENT OF ALTERNATIVES

The development of alternatives process will initially identify a variety of national program objectives. These objectives will range from one which will enhance national economic development by increasing the value of goods and services provided, and will improve economic stability by maximizing timber production, oil and gas production, and livestock grazing; to one which will preserve or enhance environmental quality with primary consideration on wildlife, water quality, primitive and dispersed recreation, and protection of scenic values.

Based on identified needs and problems, alternative plans will be prepared and evaluated based on the objectives. The number of alternative plans will depend on resource capabilities, feasibility, and the extent that additional alternatives would contribute to the choice of a recommended plan.

The alternative maximizing economic development would include the forage maximization range management alternative, while the alternative maximizing environmental quality would include an analysis of the elimination of livestock grazing on public lands.

A "no action" alternative will assume that the existing level of management, including resource allocation and use, would continue. Current range management direction would also remain the same.

A fourth alternative would provide for the balanced use of the resources without emphasizing either commodity production or environmental protection. At least one level of livestock reduction would be analyzed under this alternative.

All other reasonable alternatives provided by other agencies or the public will also be evaluated. If any viable alternatives are eliminated from detailed study, the reasons for their rejection will be briefly discussed.

An interdisciplinary group will complete an analysis on how the identified objectives and alternatives will affect the various resources, and develop management recommendations for each alternative.

After management recommendations are made by an interdisciplinary group, the analysis process will begin. Compatible and non-compatible programs will be identified. Three major conflict categories will most likely surface during conflict analysis and resolution. These include (1) where

the base program recommendations are complementary and no conflict occurs; (2) where conflicts between the various activities surface, but can be mitigated, and the overall objectives are still met; and (3) where conflicts between programs cannot be mitigated and alternatives must be developed.

This analysis will provide the guidance for the various programs, with the economic development and environmental quality objectives providing the outermost parameters. Other viable objectives will fall somewhere between. The generation of new alternatives, or a mix of previously identified alternatives, will undoubtably occur during the public participation process. The final analysis will most likely be addressing four to six alternatives. The preferred management plan will be identified after all alternatives, including various possible combinations of alternatives, have been thoroughly analyzed.

6.2 RANGE PROGRAM GUIDANCE

To date, current planning efforts for the LUP/EIS have consisted of the preparation of individual AMPs. Each AMP receives a multidisciplinary review, and the conflicts between the proposed AMP and the other resource values are displayed on a conflict resolution worksheet whereby tentative solutions are displayed.

At issue is the treatment of forage allocations within the AMPs, and how these allocations will be made part of the planning process. Proper display in the documents is essential as many current allocations (expressed in AUMs) may need to be reduced because of the University of Montana's most recent range survey which indicated excessive livestock numbers in some allotments. The University of Montana study further indicated that through proper implementation and management of AMPs, in 20 to 25 years, available forage may equal or exceed that which is presently licensed.

Therefore, a team separate from the actual planning process should be established to address: (1) the display and use of data on annual vegetation productivity now available on public lands within the planning area based on the University of Montana study; (2) past criteria used to establish current livestock allocations; (3) what criteria will be used in present studies to allocate vegetation to wildlife/watershed/other needs or uses; and (4) whether the Mountain Foothills LUP should address vegetative utilization rather than allocation; i.e., utilization would entertain the premise that vegetative removal by domestic livestock would be allowed only to the degree required to reach specific vegetative management objectives by individual AMPs. Desired team members would include: Jim Hancock (WO), Jack Shields (Dillon RA), Duane Whitmer (MSO), and Al Kesterke (MSO). The process to depict vegetative data in the LUP/EIS process must be completed by October 20.

There are a minimum of four range management alternatives that will need to be documented in the LUP/EIS. These are the no action, elimination of grazing, maximizing forage production for livestock, and reducing present livestock numbers alternatives.

The no action alternative would mean that current management direction would remain the same. Elimination of grazing would require the removal of all livestock from public lands. Maximizing forage production for livestock would mean that other resources would be given secondary or minimal consideration. The livestock reduction alternative would require analysis for at least two different stocking levels, such as reducing livestock use to present productivity as indicated by the University of Montana study with no future forage increases going to livestock, therefore, no future increase in stocking rate. This alternative could also be analyzed by allotting livestock one half of any future forage increases.

6.3 NRDC SUIT REQUIREMENT

The legal procedures BLM is now operating under with regard to the NRDC suit on grazing of the public lands requires environmental statements prior to implementing AMPs.

The Montana BLM plans to satisfy this suit requirement with the Mountain Foothills LUP/EIS which will address the land capability of public lands, reasonable alternatives, and environmental consequences of each land use plan. This document will address the overall physical capabilities and limitations of the public lands in the area of concern (Steps 2 through 4 of URA), plus identify the various management options and resulting conflicts (Steps 1, 2, and 3 of MFP plus alternatives).

The Mountain Foothills LUP/EIS process will discuss all activity programs and potentials (not just those issues surrounding the range activity and related impacts). Therefore, the LUP/EIS should meet the primary question of describing the public lands actual land use capability plus all reasonable alternatives to the preferred plan of action.

The NRDC suit requires Montana to complete the Mountain Foothills Range Statement by October 1, 1980. The best estimate for completing this pilot effort is mid-April 1981 (see Process and Schedule, Section 2). As this integrated document is pilot in nature, problems unique to this approach can be anticipated, although not defineable at this time. As the projected completion date is already based on a process having minimal delays and rapid Washington Office review and clearance, an earlier completion date would not be realistic.

6.4 MAPPING PROGRAM

Mapping for this pilot project will be handled somewhat differently from previous Bureau Planning System documents. The most significant deviation from previous efforts will be the use of hard copy maps (rather than mylar transparent overlays) as the basic working tool in the display of resource inventory data, conflict resolutions, and documentation of alternatives.

The major advantage of the hard copy mapping system is that it would enhance the trackability of the planning process by all interested parties. This method will hopefully correct a major criticism of BLM's failure to meet FLPMA requirements and the needs of the public regarding the mylar overlay technique used in the past. Other land management agencies and the general public cannot readily be shown how the Bureau arrived at final recommendations and conclusions through the analysis process without having many large mylar overlays, which have proven difficult to display and store, i.e., the overlay method is usable only by the specialists who compiled them.

Both the Madison and Beaverhead areas will work with 1/2 inch to the mile scale maps throughout the planning process. These maps will eventually be reduced to 1/4 inch to the mile for reproduction.

If a specialist must display a sensitive area that cannot be accomplished at the 1/2 inch to the mile scale, blowups at any scale desired for one page inserts can be approved and provided for.

As this is a pilot project, during the Beaverhead area conflict analysis stage, resource specialists will first identify conflicts on the hard copy maps using the section line transparency to identify sensitive area conflicts between resources. The same specialists will then use the 1 inch to the mile mylar overlays that are presently being compiled to determine if any conflicts were overlooked by the hard copy method.

Our goal is to end up with a map product that will allow mass reproduction for public and other agency review. The working maps should also be suitable to use as a base for reduced scale, mass printed, color maps for the final document. The hard copy maps may present some limitations in identifying conflicts at MFP 2, but their overall utility will hopefully outweigh this potential disadvantage.

Critical mapping and visual deadlines are as follows:

1.	Hard copy base maps for distribution to work group teams (4)*	September 28, 1978
2.	Documentation of present condition including maps. Specialists and YACC transfer data from maps and overlays used in inventory to 1/2 inch to the mile present condition maps (12)	February 23, 1979
3.	Documentation of recommendations including maps and visuals (17)	May 25, 1979
4.	Documentation of alternatives including maps and visuals (24)	October 12, 1979
5.	Documentation of any new alternatives including maps (28)	December 7, 1979
6.	Documentation of preferred plan with map of preferred plan (33)	March 28, 1980
7.	Finalize LUP/EIS and Summary	January 30, 1981

*Numbers in parentheses are step numbers on process chart.

6.5 WILDERNESS

The Montana BLM must submit a report (including an EIS) to the Director's Office by the end of FY79 on whether the Humbug Spires Primitive Area should be considered by Congress for inclusion into the Wilderness System. The Bureau must also prepare EISs in FY80 for the Centennial Mountains and Beartrap Canyon. (In addition, a range EIS must be completed in FY80. During the next two years, Montana BLM must therefore complete four EISs within the Dillon Resource Area.)

The Montana BLM could meet the EIS commitments for wilderness within the proposed LUP/EIS process. The Step 1 MFP recommendations portion of the LUP/EIS will address wilderness study status and associated impacts and alternatives. However, the wilderness study reports must be completed by the end of FY80.

We plan to: (1) complete the LUP/EIS process up through Step 30 (Environmental Consequences) and, (2) have a special core team (composed of MSO's wilderness coordinator, wilderness WAEs, and Butte District specialists) take the information already gathered and prepare three site-specific EISs (or major EARs) concurrently with the LUP/EIS process. As Step 30 will be completed by January 25, 1980, this will allow seven months to hold separate public meetings and file Draft and Final statements for the wilderness study areas. This allows the special core team to utilize the information made available in the LUP/EIS process, while alleviating the pressure to finish the LUP/EIS process by the end of FY1980 (which is approximately six months prior to the completion date).

This procedure to complete all three wilderness EISs in FY1980 will need the official concurrence of the Washington Office Division of Recreation. The responsibility to obtain this concurrence is assigned to MSO Division of Resources and must be resolved prior to October 2, 1978 (when Montana BLM will be informed whether to proceed on this project or complete a Range EIS on activity plans).

6.6 STEERING COMMITTEE

The steering committee would include a representative of the District Manager, the Montana State Office Divisions of Planning and Resources, Washington Office Divisions of Range and Planning, Washington Office of Environmental Assistance, and the Department's Office of Environmental Project Review. Such a group would represent all of the levels and various program areas that would be required to clear aspects of the project, whether it would be individual program guidance at the resource area level, or some pilot aspect affecting the EIS process at the Department level.

Since the focus of the effort is on a field level plan, the steering committee would meet, review, and clear documents in the field, principally at Butte or Billings. The steering committee would be under the chairmanship of the Montana State Office, Division of Planning and Environmental Coordination, since this would be the principal functional area of responsibility represented by the pilot. Any disagreements in direction or review would be resolved at the steering committee level. This would be more efficient than memoranda and lag times, and would ensure one continuously resolved set of directions for those working on the project.

Therefore, the process outlined in this preparation plan is based upon Bureau/Washington delegation of EIS quality control and clearance, and range EIS program clearance, to those individuals representing the Director on the steering committee. It also includes the same delegation to the OEPR staff individual on the steering committee to clear Chapter 9 of the LUP/EIS (environmental consequences) for the Department so that, after field review of a final manuscript, the manuscript will be sent directly to a printer and issued. This clearance process would be a pilot effort, much as the project is a pilot. It could well serve as a first step in evaluating overall field responsibility for such documents. One justification for such an approach is the fact that except for Chapter 9 of the LUP/EIS, all other material, their quality, and in most cases the authority to implement them, are within the delegated authority of a BLM District Manager or State Director.

6.7 DOCUMENTATION

As this is a pilot project, all aspects that are unique to combining the planning system and the EIS process will be documented so that future LUP/EIS efforts can benefit. Even though the exact method has not been detailed, the Project Manager will be given overall responsibility for assuring that proper documentation occurs. In turn, the Assistant Project Manager at Butte will be responsible for documenting any new procedures that have proven successful for the various work groups. The Assistant Project Manager at MSO will be responsible for documenting all aspects of alternatives development, conflict identification, and environmental consequences. In addition, the Assistant Project Manager (MSO) will be given the overall lead in assessing, modifying, and recommending each new technique used during the process. The Work Group Leader for Project Administration will be responsible for documenting any new techniques developed in public involvement, manuscript flow, review procedures, formatting, printing, and word processing.

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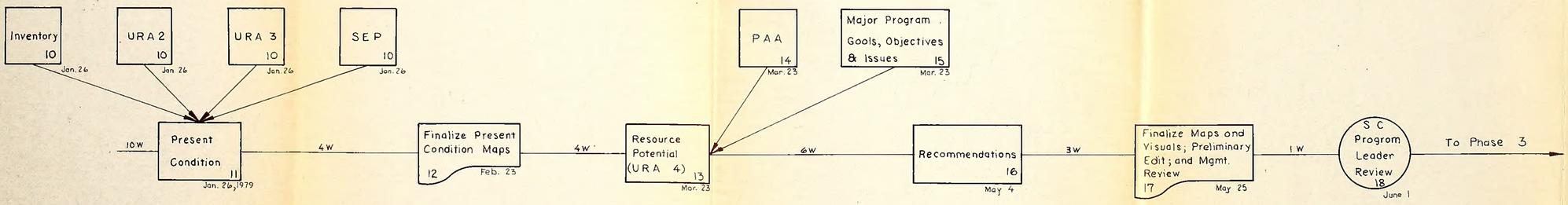
2.1

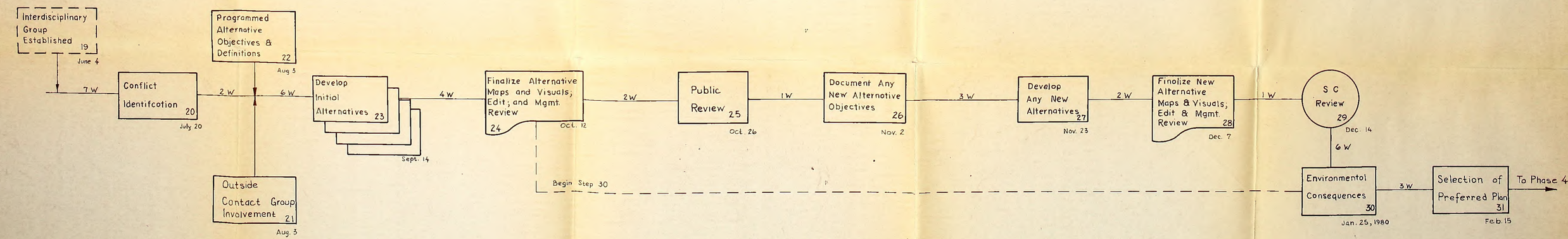
MOUNTAIN FOOTHILLS LAND USE PLAN
&
ENVIRONMENTAL IMPACT STATEMENT PROCESS

Phase 1 - Project Planning

Phase 2 Resource Conditions and Recommendations 28 weeks

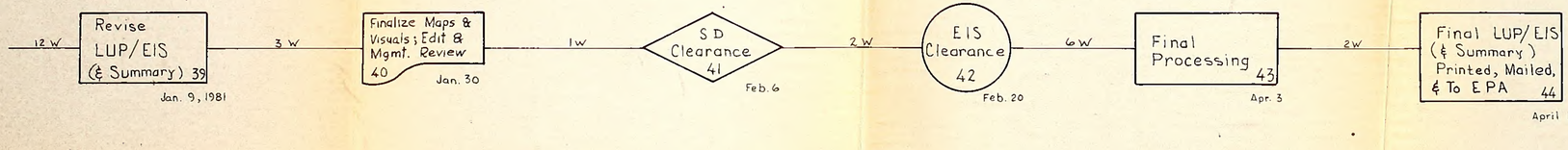


Phase 3 Alternative Plans and Environmental Assessment 37 weeks



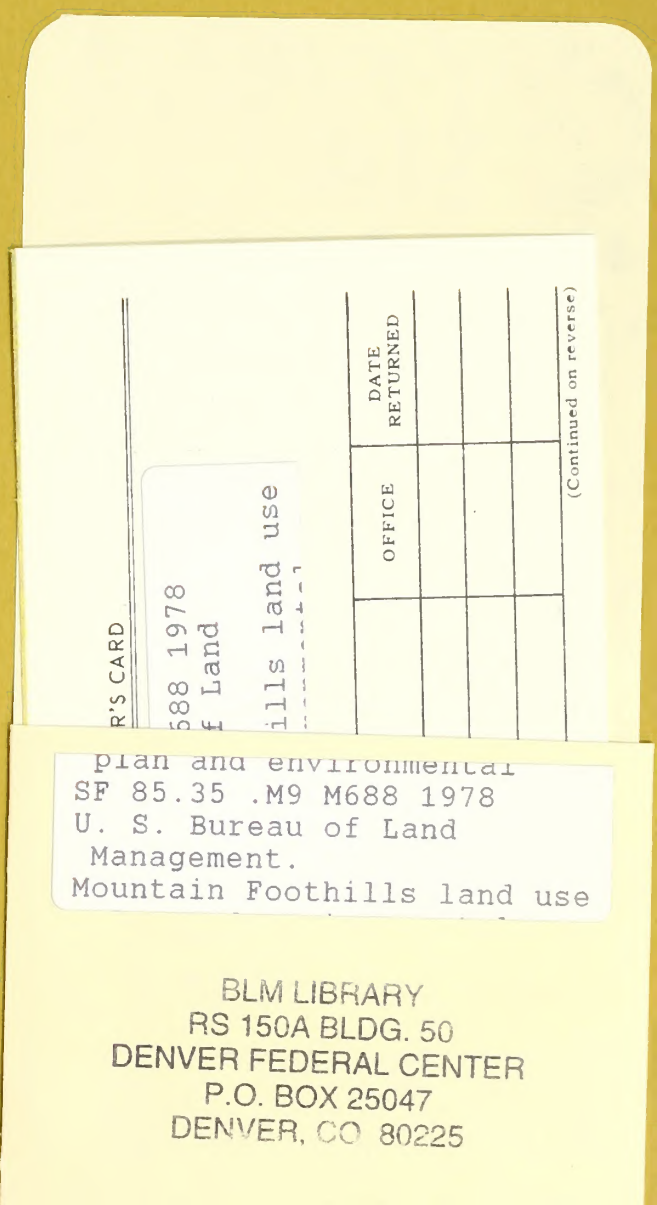
Phase 4 Draft LUP/EIS (& Summary) Processing & Public Review 35 weeks

Phase 5 - Final LUP/EIS (& Summary) 26 weeks



Legend

- Completion Steps
- Maps & Visuals Steps
- State Director Review
- Review Steps
- 8W — Allowable Time In Weeks
- MFP — Management Framework Plan
- URA — Unit Resource Analysis
- SEP — Socio-Economic Profile
- PAA — Planning Area Analysis
- LUP — Land Use Plan
- EIS — Environmental Impact Statement
- SC — Steering Committee
- WO — Washington Office
- EPA — Environmental Protection Agency



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Mountain Foothills land use

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